

Message Text

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ACTION AID-20

INFO OCT-01 AF-10 ISO-00 DRC-01 RSC-01 /033 W

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P 261510Z JUN 74

FM AMEMBASSY NIAMEY

TO SECSTATE WASHDC PRIORITY 8217

LIMITED OFFICIAL USE SECTION 1 OF 2 NIAMEY 2133

ONLY FOR AA/ADAMS FROM AMBASSADOR

E.O. 11652: N/A

TAGS: EAID NG XY

SUBJECT: REORGANIZATION OF AID MISSIONS IN WEST AFRICA

REF: A. STATE 123530 B. STATE 136410

SUMMARY: WELCOME OPPORTUNITY TO COMMENT ON AID/W'S DELIBERATIONS ON FIELD ORGANIZATION WHICH COINCIDE WITH MY OWN EXAMINATION OF THIS POST. AGREE THAT NDOS REQUIRED, BUT FEEL THERE IS NEED ALSO TO CLARIFY FURTHER RELATIONSHIPS BETWEEN NDOS AND ADO AND STRENGTHEN LATTER. AM CONCERNED THAT IN EFFORT TO COPE WITH IMMEDIATE DROUGHT PROBLEMS WE DO NOT BEND WHAT IS BASICALLY A REGIONALLY-ORIENTED STRUCTURE TOO FAR OUT OF SHAPE. DURING REORGANIZATION PROCESS ALSO HOPE GREATER STREAMLINING OF OPERATIONS CAN BE ARRANGED TO FREE PEOPLE FROM THEIR DESKS. AS FOR PROPOSED INCREASES IN STAFF, THEY ARE NECESSARY TO DEAL WITH BOTH EMERGENCY AND MORE LONG-RANGE PROGRAMS BUT THEY CANNOT BE ABSORBED HERE WITHOUT STRENGTHENING EMBASSY ADMIN SECTION. END SUMMARY.

1, MESSAGE NIST OPPORTUNE AS IT COMES AT TIME WHEN I AM TRYING PULL TOGETHER A MISSION WHICH IS OUT OF WHACK AND OVER BURDENED. THIS SITUATION COMES ABOUT BECAUSE OF PRESS OF DROUGHT BUSINESS WHICH AS STATED IN PARA ONE REFTTEL, HAS BEEN SUPERIMPOSED ON ORGANIZATIONAL STRUCTURE WHICH EXISTED PRIOR TO EMERGENCY PROGRAMS. ACCORDINGLY, WELCOME RECOGNITION THAT IMPORTANT REVISIONS IN FIELD ORGANIZATION ARE NEEDED; THIS LIMITED OFFICIAL USE

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COINCIDES WITH MY OWN FIRST IMPRESSIONS.

2. FOLLOWING COMMENTS ON PROPOSED CHANGES ARE KEYED TO NUMBERED PARAS IN REFTEL:

(A) PARA 2: AGREE NPOS ARE NECESSARY AT THIS STAGE.

I SAY THIS HAVING FULL BENEFIT OF RDO STAFF WHICH, IN ADDITION TO REGIONAL RESPONSIBILITIES, HAS UTAYED SUPERBLY ON TOP OF NIGER'S PROBLEMS. IN EFFECT, WE HAVE EMBRYONIC NDO HERE AND IT IS WORKING WELL.

(B) PARAS 3 AND 4: DO NOT APPLY TO NIGER.

(C) PARAS 5 AND 6: GOOD IDEA. WE ALREADY ENGAGE PC ACTIVELY IN R&R PROGRAMS, AND MY OWN VIEW IS THAT MISSION LIKE NIAMEY IS FAR TOO SMALL TO BE STRUCTURED ALONG CONVENTIONAL BUREAUCRATIC LINES; THESE SHOULD BE REDUCED AND ELIMINATED AS MUCH AS POSSIBLE IN FAVOR OF FULLY INTEGRATED USE OF OUR RESOURCES. IF DROUGHT RELIEF HAS HIGHEST PRIORITY AT GIVEN MOMENT, I WOULD EXPECT FSOS AT POST TO PITCH IN AS I WOULD LOOK TO AID PERSONNEL TO HELP OUT ON OTHER PROGRAMS AS APPROPRIATE. THIS USE OF RESOURCES INVOLVES DECISIONS THAT HAVE TO BE MADE ON SPOT.

(D) PARAS 7, 8, 9 10: THESE INVOLVE INTERNAL ORGANIZATIONAL ISSUES AND RESPONSIBILITIES ON MERITS OF WHICH I DEFER TO EXPERTS. WHAT DOES SEEM IMPORTANT IS THAT IN THIS REORGANIZATION OF WHAT HAS BEEN REGIONAL APPROACH TO SAHEL PROBLEMS UNDER PRESSURE OF IMMEDIATE DROUGHT SITUATION, WE DO NOT SWING TOO FAR IN OTHER DIRECTION AND WEAKEN WHAT MUST CONTINUE TO BE A REGIONAL EFFORT IN LONG RUN. SECONDLY, WE SHOULD RECOGNIZE REASONS FOR PERSONNEL INCREASES WHICH AGAIN ARE BROUGHT ABOUT PRIMARILY BECAUSE OF EMERGENCY SITUATION. THIS PERSONNEL BULGE SHOULD DISAPPEAR WHEN THESE REASONS NO LONGER PRESENT. IN THIS SENSE, NDP STAFFS MIGHT BE DESCRIBED A LONG-TERM TDYERS, IN PLACE AS LONG AS EMECGENCY SITUATION CONTINUES, BE IT ONE OR THREE YEARS. I MAKE THIS POINT ONLY TO STRESS THAT EXISTING MORE PERMANENT ORGANIZATION NOW IN PLACE IN SAHEL SHOULD NOT BE BENT TOTALLY OUT OF SHAPE TO DEAL WITH IMMEDIATE. ONCE LATTER SOLVED AND WE HAVE MANY FEWER FUNDS WE WILL HAVE TO GET BACK TO MORE NORMAL DEVELOPMENT LIMITED OFFICIAL USE

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PROGRAMS AND PRIORITIES ON MORE MODEST SCALE AND PRESUMABLY REGIONAL IN NATURE. WHILE WE MUST DEAL WITH MAIN CHANCE NOW LET'S NOT FORGET THEORGANIZATION WE WILL NEED OVER LONG HAUL. AGAINST THIS BACKGROUND, ROLE OF ADO IN RELATION TO NEW NDOS IS COMPLICATED ONE THAT NEEDS MORE PRECISE DEFINITION AND WHICH WHEN WORKED OUT SHOULD ACHIEVE LESS RATHER THAN MORE LAYERING. AS SEEN FROM NIAMEY WHERE WE HAVE ADO, WE BELIEVE (1) ADO SHOULD HAVE BOTH POLICY AND PLANNING INPUT; THIS

INVOLVES CAPABILITY WE PRESUMABLY CANNOT AFFORD GIVE NDOS;
(2) THERE ARE REGIONAL ACTIVITIES SUCH AS GRAIN STABILIZATION PROGRAM THROUGH ENTENTE FUND WHICH WILL CONTINUE TO REQUIRE COORDINATED APPROACH; (3) THERE ARE LESSONS TO BE LEARNED IN EACH COUNTRY TO BE APPLIED MORE GENERALLY, EXAMPLE: ORD PROJECT IN UPPER VOLTA COULD EASILY BE ADOPTED TO MEET SIMILAR CONDITIONS AND NEEDS ACROSS BORDER IN NIGER AND THEREBY ALSO ACHIEVE ECONOMIES IN PROJECT PERSONNEL; AND (4) LONG TERM SOLUTIONS IN SAHEL REQUIRE REGIONAL APPROACH. EXAMPLE: FUTURE OF NOMADS WHO REALLY HAVE NO NATIONAL LOYALTIES AND WHOSE FATE HINGES ON LIVESTOCK WILL REQUIRE REGIONAL SOLUTIONS (AND NATIONAL IMPLEMENTATION). WE WELCOME PLACING CONTROLLER CAPABILITY INADOS; THIS SHOULD HELP EXPEDITE MATTER AT THIS LEVEL.

(E) PARA 11: FROM EMBASSY POINT OF VIEW THIS COMES TO HEART OF MATTER. AS REPORTED ELSEWHERE (NIAMEY 2094) I MADE POINT OF LOOKING INTO OUR ADMIN SETUP IMMEDIATELY AFTER MY ARRIVAL.. I HAVE SO FAR CONCLUDED ADMIN SECTION IS OVEREXTENDED, AND STAGGERING UNDER LOAD WHICH IS MUCH LARGER THAN ORIGINALLY ENVISIONED WHEN TWO MAN ADMIN SECTION ESTABLISHED HERE. IT SIMPLY CANNOT ACCEPT RESPONSIBILITY OF MEETING NEEDS OF ANOTHER PERSON TO SAY NOTHING OF INCREASES ENVISAGED UNDER REORGANIZATION. I RELUCTANTLY CONCLUDE THEREFORE THAT THERE CAN BE NO INCREASE IN PRESENT MISSION STAFF (AID, USIS, PC, EMBASSY) UNLESS AND UNTIL ADMIN SECTION IS STRENGTHENED AND CAN MEET ITS PROGRAM AND SAS RESPONSIBILITIES. IN OTHER WORDS, ANY ADDITIONAL AID PERSONNEL MUST BE PRECEDED BY ANOTHER GSO IN PLACE BEFORE THEIR ARRIVAL. EXACT NEEDS AND PROPOSAL ARE SPELLED OUT IN SEPTTEL.

3. A FEW MORE GENERAL OBSERVATIONS ON OUR TASKS HERE MAY BE USEFUL: WHAT CONCERNS ME MOST AS WE PONDER CHANGES IS NEED TO LIMITED OFFICIAL USE

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SHAPE AN ORGANIZATION WHICH CAN MOVE FAST TO MEET MEMRGENCY NEEDS AND AT SAME TIME KEEP EYE ON MORE LONG-TERM PROGRAMS. AID HAS DEMONSTRATED MANY TIMES IT CAN WORK MIRACLES ON CREASH BASIS (BANGLADESH, ETC.) BUT WHEN CRISIS SUCH AS SAHEL DROUGHT IS OF LONG DURATION, PROBLEMS ARISE. ON ONE HAND, WE ARE RIGHT IN DEVOTING TIME TO MEDIUM AND LONG-TERM PROJECTS TO DEAL WITH UNDERLYING PROBLEMS ONCE IMMEDIATE MENACE OF STARVATION IS AVERTED. ON OTHER HAND, IT SEEMS MORE DIFFICULT FOR US TO SUSTAIN EMERGENCY MEASURES AND ATMOSPHERE WHEN CRISIS IS OF LONG DURATION AND CONVENTIONAL MACHINERY AND REQUIREMENTS SEEM TO TAKE OVER AND CAUSE DELAYS. THERE SEEMS TO BE TOO MUCH LAYERING AND TOO MUCH PAPER WORK, ONE GOOD EXAMPLE OF LATTER BEING STATE 115930 ON MANAGEMENT OF TITLE II FOOD FOR SAHEL. THIS DESCRIBES EFFORT TO STREAMLINE OPERATION, BUT STILL CALLS FOR CONSIDERABLE PAPER

WORK. UNDERSTANDABLE AND NECESSARY, IN NORMAL ACTIVITIES, BUT TOO COMPLICATED IN EMERGENCY SITUATION, BE IT TWO DAY OR TWO YEAR EMERGENCY. AS FOR LAYERING, WE HAVE MISSION INPUT TO GIVEN PROBLEM, SAY GRAIN TRANSPORT, PLUS ADO, PLUS REDSO, PLUS AID/W. I AM IMPRESSED AT REMENDOUS ENERGY BEING EXPENDED THESE LAST WEEKS IN GETTING GRAIN TO, THROUGH AND OUT OF PORTS AND INLAND AND WE ARE FAR OUT AHEAD OF OTHER DONORS IN THIS EFFORT.

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ACTION AID-20

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FM AMEMBASSY NIAMEY

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LOTS OF PEOPLE ARE WORKING NIGHT AND DAY MOVING GRAIN AND RESULTS ARE BEGINNING TO SHOW, SOMETIMES BECAUSE WE ARE RESORTING TO EMERGENCY AND USUALLY MORE EXPENSIVE METHODS, MOST EXTREME OF WHICH IS AIRLIFT. FROM ONE POINT OF VIEW, OUR RECORD HERE IS EXCITING AND IMPRESSIVE, BUT QUESTION ALSO ARISES WHY WE ARE PUSHING GRAIN IN JUNE THAT SHOULD HAVE BEEN HERE IN JANUARY AND WHY IN PROCESS OF DOING THIS SO MANY ELEMENTS, LOCAL, REGIONAL AND NATIONAL AND SOMETIMES INTERNATIONAL HAVE TO BE ENGAGED IN EXERCISE. I FEAR THIS IS WHAT HAPPENING TO OUR TRUCKING NEEDS IN NIGER DURING RAINY SEASON. IN MAY, WE STRATED VIEWING THIS PROBLEM WITH ALARM AND CALLING FOR IMMEDIATE DELIVERY OF FOUR-WHEEL DRIVE TRUCKS. IN FACT, INSPECTOR GENERAL TODD WAS ONE OF FIRST TO STRESS NEED FOR TRUCKS (NIAMEY 1638). ONE MONTH AND MUCH EFFORT LATER, WE STILL DO NOT HAVE US INPUT AND IF AND WHEN CRUNCH COMES I FEAR WE MAY HAVE TO RESORT TO HARDER AND MORE EXPENSIVE WAY OF MEETING THIS NEED WHICH COULD MEAN AIRLIFT, UNNECESSARY HAD WE ACTED SOONER, PROBABLY NECESSARY IF WE DON'T MOVE SOON.

4. ANOTHER EXAMPLE OF THIS PROBLEM OF STREAMLINING WHICH CONCERNS ME IS PAPER WORK CONNECTION WITH EMERGENCY PROGRAMS. RIGHT NOW WHEN STATUS OF FOOD SITUATION IN NIGER AND CONDITION IN CAMPS ARE CRITICAL CONDITIONS, OUR PEOPLE WHO SHOULD BE OUT THERE CHECKING ARE TIED TO THEIR DESKS. WE ARE THEREFORE WORKING LIMITED OFFICIAL USE

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SOMEWHAT IN DARK AND THIS IS WORRISOME. I WOULD HOPE THAT REORGANIZATION WILL RESULT IN LESS PAPER REQUIREMENTS AND MORE DELEGATION TO FIELD.

5. HAVING SAID ALL THIS, THIS MAY BE PLACE TO RECORD MY ADMIRATION AT ACHIEVEMENTS OF ADO STAFF HERE WHICH AS STATED ABOVE IS VERY MCUH ON TOP OF IMMEDIATE PROBLEMS BUT IS ALSO FOCUSING ON SOLUTIONS TO MORE BASIC DROUGHT RELATED MATTERS. ADO STAFF IS ALSO A FULLY COOPERATIVE TEAM AND I AS SURE WILL WORK WELL AND MAKE USEFUL CONTRIBUTION TO WHATEVER REORGANIZED FRAMEWORK IS DECIDED ON. HECK

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